97-84033-7

Rochester Bureau of Municipal Research

Report...Police Bureau of the City of Rochester, N.Y.

[Rochester]

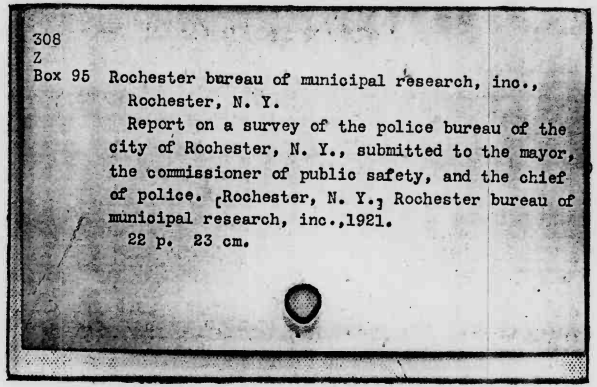
1921

97-84033-7
MASTER NEGATIVE #

COLUMBIA UNIVERSITY LIBRARIES
PRESERVATION DIVISION

BIBLIOGRAPHIC MICROFORM TARGET

ORIGINAL MATERIAL AS FILMED - EXISTING BIBLIOGRAPHIC RECORD


308
Z
Box 95 Rochester bureau of municipal research, inc.,
Rochester, N. Y.
Report on a survey of the police bureau of the city of Rochester, N. Y., submitted to the mayor, the commissioner of public safety, and the chief of police. [Rochester, N. Y.,] Rochester bureau of municipal research, inc.,1921.
22 p. 23 cm.

RESTRICTIONS ON USE: *Reproductions may not be made without permission from Columbia University Libraries.*

TECHNICAL MICROFORM DATA

FILM SIZE: 35mm REDUCTION RATIO: 11:1 IMAGE PLACEMENT: IA (IIA) IB IIB

DATE FILMED: 3-3-97 INITIALS: MS

TRACKING # : 22112

FILMED BY PRESERVATION RESOURCES, BETHLEHEM, PA.

Bur

of the President

REPORT ON A SURVEY

OF THE

POLICE BUREAU

OF ROCHESTER, N. Y.

308
Z
Box 95

Submitted to the
Mayor, the Commissioner of Public Safety
and the Chief of Police

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.
APRIL, 1921

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.

(Incorporated April 20, 1915)

The purpose of the Bureau is two-fold:

1—To get things done for the community through *cooperation with persons who are in office*, by increasing efficiency and eliminating waste.

2—To serve as an independent, non-partisan agency for *keeping citizens informed about the city's business.*

COOPERATION

Every sincere and earnest man in the public service is eager to profit by the experience of others and to use all sources of information as to the methods of conducting public business. He wishes to do his work well, to handle his job efficiently and with a minimum waste of time, money and effort, although he often works under handicaps which should not exist.

This Bureau has placed itself at the service of public officers in Rochester, to assist them in the accomplishment of this purpose. It seeks to do this primarily by getting at facts and profiting by a frank acceptance of their logic. But it strives also to help public officers remove handicaps under which they may work, so that men may be as free in public office as in private business to develop methods and adopt measures for efficiency.

INFORMATION

Every good citizen is interested in what government is doing, how it is being done, and what it costs.

It is often difficult, sometimes impossible, for the citizen to get such information from a source that is constant, well-informed and trained in analysis, and therefore reliable; without bias or prejudice, and so entirely trustworthy.

This Bureau has undertaken to furnish such a source of information, in order that the people of Rochester, when they consider their municipal government and discuss its merits or demerits, may be assured that such consideration and discussion rest on a basis of fact.

The bureau believes that Rochester has good city government. But—with the quality of citizenship here available, with some measure of intelligent planning, of enlightened public cooperation—the Bureau sees no reason why Rochester should not have the most progressive and serviceable municipal government in the United States.

To this end it solicits the continuing interest and cooperation of every public officer and of every citizen.

Report

on a

Survey of the Police Bureau

of the

City of Rochester, N. Y.

Submitted to the
Mayor, the Commissioner of Public Safety
and the Chief of Police

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.

APRIL, 1921

INTENTIONAL SECOND EXPOSURE

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.

(Incorporated April 20, 1915)

The purpose of the Bureau is two-fold:

1—To get things done for the community through *cooperation with persons who are in office*, by increasing efficiency and eliminating waste.

2—To serve as an independent, non-partisan agency for *keeping citizens informed about the city's business.*

COOPERATION

Every sincere and earnest man in the public service is eager to profit by the experience of others and to use all sources of information as to the methods of conducting public business. He wishes to do his work well, to handle his job efficiently and with a minimum waste of time, money and effort, although he often works under handicaps which should not exist.

This Bureau has placed itself at the service of public officers in Rochester, to assist them in the accomplishment of this purpose. It seeks to do this primarily by getting at facts and profiting by a frank acceptance of their logic. But it strives also to help public officers remove handicaps under which they may work, so that men may be as free in public office as in private business to develop methods and adopt measures for efficiency.

INFORMATION

Every good citizen is interested in what government is doing, how it is being done, and what it costs.

It is often difficult, sometimes impossible, for the citizen to get such information from a source that is constant, well-informed and trained in analysis, and therefore reliable; without bias or prejudice, and so entirely trustworthy.

This Bureau has undertaken to furnish such a source of information, in order that the people of Rochester, when they consider their municipal government and discuss its merits or demerits, may be assured that such consideration and discussion rest on a basis of fact.

The bureau believes that Rochester has good city government. But—with the quality of citizenship here available, with some measure of intelligent planning, of enlightened public cooperation—the Bureau sees no reason why Rochester should not have the most progressive and serviceable municipal government in the United States.

To this end it solicits the continuing interest and cooperation of every public officer and of every citizen.

Report

on a

Survey of the Police Bureau

of the

City of Rochester, N. Y.

Submitted to the
Mayor, the Commissioner of Public Safety
and the Chief of Police

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.
APRIL, 1921

PREFACE

This Report of a Survey of the Police Bureau of the City of Rochester is an official report of the Rochester Bureau of Municipal Research, Inc., authorized and approved by the Board of Trustees. In its preparation some variation from the usual practice of the Bureau was necessary. The police service is such a special field that it was deemed advisable to obtain for the investigation of the Rochester Police Bureau a man of wide knowledge and diverse experience in police administration. Therefore, the services of Mr. L. V. Harrison, of the staff of the New York Bureau of Municipal Research, were obtained for this purpose. Mr. Harrison has had a broad experience in police matters, extending over several years, and assisted Mr. Raymond B. Fosdick in the preparation of the latter's book, "American Police Systems," published late in 1920.

In the course of his investigation of the Rochester police system Mr. Harrison was assisted by Charles R. Dalton of the staff of the Rochester Bureau of Municipal Research. The report itself, with the exception of the general summary, was written almost entirely by Mr. Harrison. It was edited and approved by James W. Routh, Director of the Bureau, before submission to the Board of Trustees.

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.

April, 1921.

TABLE OF CONTENTS

	Page
Preface	3
General Summary	5
Introduction	8
Administration	8
Organization	10
Personnel	10
The Patrol Service	13
Booth System	14
Precinct Stations	15
Office of the Deputy Chief of Police	16
The Detective Division	17
The Special Service Division	19
Office of Secretary to the Police Bureau	19

GENERAL SUMMARY

Administration

Full control of the police personnel is now in the hands of the Commissioner of Public Safety. His position as the administrative head of four large and important bureaus makes it impractical for him to do more than formulate general policies. He is, therefore, in no position to make transfers, details and assignments to duty, as he at present attempts to do, since this requires an intimate knowledge of the personal qualifications of the men. Furthermore, such a means of control retained in the hands of the Commissioner greatly lessens the disciplinary power of the Chief of Police.

It therefore is recommended that the Chief of Police be delegated unrestricted authority in the matter of transfers, details, and assignments to duty.

Organization

Expansion of the police function is at present taken care of through the creation of new offices and sub-divisions. No complete satisfactory internal organization has been worked out except in the case of the patrol and traffic services.

To correct this loose development, the Police Bureau should be organized on the basis of function which would result in the establishment of four distinct divisions.

1—A primary protective division, including the uniformed patrol and traffic services.

2—The detective division.

3—A special division for constructive work, looking toward crime prevention.

4—A maintenance division to take care of police business routine.

Personnel

Police work requires men of high calibre. The duties of a policeman demand quick and accurate judgment combined with physical and moral courage, sympathy, and tact. Such men cannot be recruited from the ranks of day laborers. The Rochester Police Bureau, because of comparatively low compensation, low entrance requirements and insufficient provision for training subsequent to appointment, has been unable to obtain, hold and develop men of superior capabilities.

Rochester should make every effort to attract and develop men of superior individual capacities by means of

1—Higher salaries.

2—Character Investigation.

3—Probation of Appointees.

4—Adequate training.

Patrol Service

The Rochester Patrol Service is partially motorized. Automobiles and motorcycles are used to some extent for answering emergency calls, making inspection trips, etc. Complete motor patrol for residential districts is desirable, since,

1—It renders the services of a patrolman effective over a ten times greater area than can be covered by foot.

2—It insures the physical well-being of the patrolman on an emergency call.

3—The patrolman thus equipped can compete on even terms with the criminal similarly equipped.

4—Proper equipment may be carried at all times and for all emergencies.

5—Complete motorization would make it possible to close at least three precinct stations.

It is therefore recommended that complete motorization of the patrol forces in the outlying districts be effected, leaving only the business district to be patrolled on foot. Both motorcycles and automobiles should be used, since each type of vehicle has its peculiar advantages.

Booth System

The easiest and most effective way of escape for the modern criminal is by automobile. The old method of apprehension by stationing men at the railroads is therefore no longer adequate. Under the present system, Rochester has no effective way of closing the roads of egress.

It is recommended that booths (about eight in number) be located on the principal roads of egress. Two men should be assigned to each booth, one to receive orders and complaints and the other to do circulating patrol.

Precinct Stations

Precinct stations are expensive and necessitate many duplications in record-keeping, which result in confusion. The only justification for such a system lies in two services: (1) to facilitate the distribution of patrolmen and (2) to afford accommodation to persons of the community wishing to consult representatives of the Bureau on police business. It is believed that the motorization of the patrol force and the establishment of the booth system would obviate these needs. If this proves to be the case, after these innovations have been given fair trial, it is recommended that the third, fourth and sixth precinct stations be closed.

Deputy Chief

At present the Deputy Chief merely takes care of police office routine. A man of such rank, second in command, should be used in an advisory and administrative capacity, becoming his knowledge and experience.

The routine police work should be taken out of the hands of the Deputy Chief and placed under a man trained in office management, leaving the Deputy Chief free to apply himself where his experience and training may properly be used.

Detective Division

The detective division is headed by a captain of detectives whose rank and compensation are not commensurate with his position. The work itself is decentralized, dividing the function between the detective bureau and the precinct stations which results in—

1—Incomplete control by the head of the detective division.

2—Confusion of activities.

3—No clear understanding as to what cases shall be handled by the precinct, what shall be reported to the detective division and what shall be referred by the detective division to the precinct.

It is recommended that:

1—The detective division be headed by an inspector of detectives with a compensation somewhat higher than that of an inspector of police.

2—The personnel of this division be chosen by the chief of police.

3—Two grades of detectives be established, based upon the length of service.

4—An adequate assignment record be kept of each man to facilitate better control of detective operations.

5—A physical rearrangement of the office be effected.

Special Service Division

There is at present no special service division. Two plainclothes officers and a policewoman constitute the nearest approach to such an organization.

A special service division should be established and developed to undertake measures for the prevention of crime and disorder. The most immediate need is for an increase in the number of policewomen.

Office of Secretary to the Police Bureau

Secondary police work such as office routine, statistical work, the issuing of licenses and record-keeping is now in charge of the Deputy Chief. These miscellaneous functions are not headed up in any clearly defined organization.

It is recommended that the office of Secretary to the Police Bureau be established to assume charge of these various routine matters. The official in charge should be chosen with a view to his qualifications and training in record-keeping and statistical work.

REPORT ON A SURVEY OF THE POLICE BUREAU OF ROCHESTER, NEW YORK

Introduction

The survey of the Rochester police service, with which this report deals, included an examination of—

1—The general organization of the police bureau.

2—The methods employed in recruiting, training and management of the police personnel.

3—Suitability of records used for purposes of administration.

4—Methods of patrol.

5—General needs of the main functional divisions of police service—patrol, detective and crime prevention services.

The study was approached with the understanding that the problems of police administration consist largely of human factors, and that police management is primarily a matter of directing the activities of a large group of individuals who, in turn, are engaged in regulating human relations with a view to the preservation of safety and good order in the community. Matters of organization, records and procedure have been treated in a general fashion. These subjects have been considered only in the light of their application as means and instruments of controlling and supervising the daily observations, investigations and acts of the police personnel. The heart of the task of police administration is seeing that the maximum usefulness of the force is developed through assigning each member to the special tasks for which his experience and ability show him to be best fitted, and that the members of the force go about their work with the enthusiasm of pride in their profession and with resourceful energy under intelligent direction and leadership. It is with the thought of effecting these primary ends that the suggestions contained in this report are made.

Administration

The commissioner of public safety is appointed by the mayor to serve as the administrative head of the department of public safety which embraces the bureaus of police, fire, health, and buildings. The chief of police is appointed by the director of public safety to serve as the executive head of the police bureau. Under an arrangement of this sort wherein the administrative head has charge of several coordinate bureaus, each of sufficient size and importance to be a separate department in itself, it is necessary that some administrative authority be delegated to the bureau heads. It is not reasonable to expect one man to be a specialist in handling the administrative details of such a variety of enterprises as the police, fire, buildings and health services. In practice, the head of a department of consolidated bureaus—as in the case of Rochester's department of public safety—becomes a sort of cabinet officer assisting the chief executive in formulating and carrying out the general municipal program.

The commissioner of public safety outlines the general pattern of police service in the community, determines its financial requirements and coordinates its work with the work of other departments or bureaus. He holds the chief of police responsible for the aggregate results achieved by policemen in the actual prevention of crime, apprehension of criminals, and in securing the safety of persons and property. Patrolmen, plainclothes men, detectives and policewomen are the tools with which the chief of police has to work in accomplishing these ends. The chief's major task, therefore, is that of deriving the greatest return from these tools. He is held accountable to the commissioner for the work which the rank and file performs or fails to perform.

It is only by giving undivided attention to police operations and through close observation of the daily work of units of the organization and of the individuals serving in those units that one can hope to make the best disposition of men through transfers, details and assignments to duty. Inasmuch as the commissioner of public safety is compelled to devote his divided attention largely to matters of policy in four different bureaus, it is recommended that the chief of police be given full authority in disposing of the police personnel by means of transfers, details and special assignments.

The test of the well-prepared and well-administered police department is the facility with which its various forces may be made fluid and directed to attack any problem or emergency that may need immediate attention. Under the Rochester scheme of organization such flexibility is hardly possible unless the chief of police has unrestricted authority to shift any available forces in the police bureau in point of geographical distribution and in point of kind of work performed, i. e., whether patrol, detective work or general plainclothes investigation. There should be no hitch in making immediate response to meet any unusual condition demanding attention at any time. If transfers and assignments depend upon consideration and action by the commissioner of public safety, uncertainty and delay in attacking emergency problems will result. Moreover, the director's appraisal of the personal qualifications of members of the force must be obtained from the chief if his appraisals are to relate to actual police work. If the commissioner undertakes to make it a practice invariably to follow the recommendations of the chief in disposing of the police personnel, then his action is actually superfluous, while, on the other hand, if he himself initiates changes in assignments and details, he is controlling the very mainspring of efficiency, even though he does not have an intimate working knowledge of all the elements entering into practical situations.

The city charter clearly gives the commissioner of public safety the authority to make transfers, details and assignments. But there is nothing in the charter to prevent his establishing the practice of delegating the power to make transfers, details and assignments to the chief of police whose duties, according to the charter (sec. 321), include the "supervision

and management of the police force" which is given "under the direction and control of the commissioner." The practice of delegating such authority to the chief should be established.

Organization

The internal organization of the bureau could well be improved by consolidating the various units according to a functional classification. There are four main functional divisions of the police service—(1) the primary protective division including the uniformed patrol and traffic services, (2) detective division, (3) special service division embracing vice control and all the purely constructive work looking toward the prevention of crime and juvenile delinquency, (4) the maintenance division. The various units and divisions of the bureau should be headed up in these four divisions under competent divisional direction. Expansion due to the growth of the city and of the bureau should be cared for within these divisions rather than by the creation of new offices and subdivisions. Such an arrangement would greatly aid the chief in supervising the activities of the bureau by reducing the number of division heads who would deal directly with the chief thereby freeing him of considerable detail work and giving him more time to devote to the appraisal of general police needs and to the making of plans.

The uniformed patrol and traffic and the detective services are properly organized. The special services not included in the patrol and detective divisions have never been consolidated under one head in a unit coordinate with the patrol and detective divisions. Similarly, the business and maintenance force is not organized as a unit. A discussion of the needs of each of these main services of the bureau will be given in later sections of this report.

Personnel

When a smooth working form or organization has been set up, there arises the more important question of personnel to work in and through the organization. Any great improvement in police business in Rochester must wait on an improvement in the quality of the personnel throughout the rank and file. Excellence of organization, system of records and equipment make possible the full development of the usefulness of the members of a police force, but this usefulness is very definitely limited by the personal qualifications of the men themselves.

There must be recognition of the fact that policemen should possess personal qualifications of a high order. The policeman must have a strict sense of duty and possess both physical and moral courage properly to perform his duty. Courage is essential, but it is not alone sufficient for the making of a good policeman. In addition to courage he must have education and intelligence that will enable him to comprehend laws and ordinances, his legal rights and the legal rights of citizens under every conceivable circumstance. The policeman must act as a judge in his cases, often at a moment's notice, in an emergency on the street corner.

He must be able to get information on any occurrence or condition which should properly be the subject of a police report. He must be an alert worker when on duty alone and unobserved by his fellow officers or superiors. He is called upon to handle every type of citizen and to be possessed of the skill and tact to settle grievances and differences between people which may lead to serious difficulties if not properly handled. He is asked to regulate the conduct of playful children, delinquent children, quarrelsome adults, and cultured and uncultured, the bum, the desperado and the mental defective. Finally, he should have an appreciation for and understanding of social service.

These things have been outlined to show the resources that a good policeman must have. It should be obvious that a policeman's duties involve the exercise of personal judgment at almost every turn and require a willingness to assume considerable responsibility in the exercise of that judgment. These standards of a superior type of man are not always upheld in selecting police recruits.

Mediocre men can be used in many business lines and in many city departments where specific tasks are clearly defined and their accomplishment easily measured. But in police work, where personal judgment and initiative play so large a part in dealing with general conditions as well as particular occurrences of as wide a variety as the variety in human relations, the mediocre man will not do. The mediocre man will walk or ride along the street, keep out of trouble and see little or nothing; the wide awake, active and intelligent policeman who has pride and ambition in his work will see many opportunities to do corrective or constructive work. The differences in these two types of men represent the difference in the aggregate results of police service as a whole.

The City of Rochester must make an effort to attract to its police service men who have superior individual capacities. Instead of establishing minimum physical and mental standards for entrance to the police bureau and paying the lowest wage that will draw the required quotas under the minimum standards, the practice should be to pay attention to the maximum demands in the matter of personal qualification standards required to guarantee superior police work and then pay the cost of getting men who meet such standards.

Salaries

When higher personal qualification standards have been fixed, the question of attracting the men who possess them arises. This depends primarily on salaries offered. Present salary schedules are obviously inadequate. First year patrolmen receive ninety-eight dollars ($98) per month when deduction for pension contribution is made. This is less by considerable amount than the wages recently received by many day laborers in and around Rochester. Ice deliverymen have been receiving about thirty-six dollars ($36) per week, which is more by a large margin than the maximum salary paid to patrolmen, and more, indeed, than the salary paid to sergeants of police. The City of Rochester cannot pay

less than a living wage and expect to obtain men for the police service who are well equipped for the important tasks which the city expects them to perform. The city should in fact pay a premium for the courage, intelligence and character required of policemen. Aside from the consideration of securing a high type of man, it should be observed that the paying of low salaries for policemen is dangerous in that it may encourage underpaid men to succumb to the ever-present temptation to accept tips or presents from violators of the law in return for immunity from exposure and arrest. With an increase of salaries for patrolmen should come increases throughout the whole bureau including all ranks and grades.

In computing police salaries at the lowest figure at which men possessing the minimum physical and mental standards can be induced to enter the police bureau, it becomes necessary to make up in numbers what is lost in the way of average individual capacity. It is submitted that when salaries have been increased and better men induced to take up police work, better work can be accomplished in the long run with fewer men and the net increase in cost for police service need not be great.

Character Investigation

The raising of police salaries brings the problem of securing men who are worth the increased salaries. When salaries have been raised to an extent where it is reasonable to expect that able men will be encouraged to apply for appointment to the police service, and when these applicants have passed the civil service entrance tests, the important task remains for the police department itself to make further tests of the raw material that is certified by the civil service commission. Such additional tests of character and ability are not now made in the police bureau.

The civil service tests do not select policemen, but merely men, who, it is thought, have sound physical and mental foundations sufficient for making policemen of them. The task of making a professional policeman of the civilian recruit properly lies with the police bureau. Civil service tests do not cover considerations of personal character adequately. Vouchers relating to an applicant's character are required and these endorsements are verified, but the appointing head of the police bureau should exercise the right to conduct a most thorough-going character investigation which should be carried on under the direction of the chief of police.

It is sometimes only through an exhaustive investigation that an applicant's disqualifications for police service can be found out. An applicant's record upon close examination may show a reputation for instability or quarrelsomeness or inclination toward unwholesome association both past and present. These are some of the lesser disqualifications but by no means insignificant in selecting men whose work is the adjustment of human relations in the community. Thorough investigations of character and ability should be made by the police bureau quite independent of the investigations made by the civil service commission. Complete reports on such investigations should be filed with the appointing head of the bureau.

Probation for Appointees

Sometimes men with good records and apparent ability do not like their work as patrolmen or do not prove adaptable to it. It is important, therefore, to give close attention to the daily work of probationary patrolmen during a period of at least six months' probation. The tendency is to make permanent the appointment of probationers provided they have not been found to have violated rules or to have been openly derelict in duty. The period of probation is the only practical time in which to drop men for ineptitude or laziness, and the privilege of exercising the right to drop probationers without proceedings of trial as provided by civil service regulations should be exercised whenever poor qualities are evident.

Training

Provision should be made for the establishment of a police training school which is to be distinguished from a school limited to the training of recruits. Training should be given to officers and review courses to the men from time to time. The training school should be the medium for developing standards of discipline and for acquainting all the members of the force with the significance and meaning of the various phases of police work. The school should be the clearing house for the dissemination of any new ideas in the development of police service. The chief's recommendation for the establishment of a school as contained in his report for 1919 should be approved and put into effect at once.

The Patrol Service

The usefulness of the present uniformed patrol force could be considerably increased by a much wider use of motor equipment. A creditable beginning has been made in the use of motor equipment for patrolling some outlying districts and for answering emergency calls from precinct stations. Motorcycles, equipped with side cars, and passenger automobiles are now used. Motorcycles are used by patrolmen exclusively, but the automobile assigned to each precinct is placed at the disposal of the precinct commanding officers for their use in making inspection trips, visiting police headquarters or making calls on complaints in their precincts.

There is need for expansion of the motor patrol service. In the outlying residential districts it can displace foot patrol entirely. In any congested area, where there are comparatively large numbers of people passing to and fro in the streets, it will of course be necessary to have patrolmen doing duty on foot where they can be readily seen in uniform.

The advantages of the automobile and motorcycle in doing regular patrol work may be listed as follows:

1—A patrolman riding in an automobile or motorcycle can and will cover from ten to twelve times the area that a man on foot covers. This advantage can be used in one of two ways, either in reducing the number of men employed in patrol or in giving additional

police protection. It is probable that a few men can be displaced and at the same time the territory covered by the original quota of patrolmen be traversed at more frequent intervals.

2—The physical well-being of patrolmen will be conserved. The policeman using a motor in answering an emergency call will be in fit shape to do police duty. The difficulties of inclement weather will be materially lessened.

3—Equipment can be carried in an automobile or motorcycle which cannot be carried by the foot patrolman. Police cars should be equipped with firearms, first aid kit, stretcher, lanterns, barricade material for safeguarding dangerous places, fire extinguishers, towing rope, etc.

4—The patrolman who is equipped with an automobile or motorcycle can compete on even terms with the criminal who is similarly equipped. The increasing use of automobiles by criminals in the commission of crimes and the theft of automobiles demand that the police employ methods as effective in pursuit as employed by criminals in flight.

5—By an extended use of motor equipment in patrol work it should be possible to close at least three precinct stations. With the future growth of the city, station houses need not be built in proportion to past requirements.

It is suggested that both motorcycles and automobiles be used inasmuch as each type of vehicle has its peculiar advantages. The advantages of the motorcycle as compared with the automobile are: (1) speed, (2) lower original and upkeep cost, (3) policemen can easily be recognized—in some cases a disadvantage, (4) policeman has an unobstructed view in making his observations. The advantages of the automobile as compared with the motorcycle are: (1) can carry two or more policemen and one or more prisoners at once, (2) can carry more emergency equipment, (3) can be made to serve as an emergency ambulance, (4) is not so readily identified as a police vehicle in making investigations, (5) more practical in inclement weather and adds to the comfort of the men in severe weather.

Booth System

The patrol service could further be improved by the establishment of several police booths in the outer sections of the city. The booth system serves as a complement to the scheme of motorizing the patrol service in residential districts. Booths are, in effect, miniature police stations located on the circumference of the city. They provide the same sort of police service without the overhead expense and duplication of record-keeping required to maintain a precinct station.

The booths should be located on the principal roads of egress from the city so as to make possible the closing of the city on a given alarm for the identification of vehicles passing out. A study of the physical layout of Rochester indicates that about eight booths should be erected. Each

booth should be equipped with two telephones—a public 'phone and department 'phone. An automobile or motorcycle must also be included as part of the booth's equipment. There should be at least two men assigned to the booth at all times. One man should remain in the booth to receive orders from police headquarters and to answer complaints made by citizens. The other man should be doing circulating patrol in an area possibly one and one-half miles distant in each direction from the booth to which he is assigned. This man should be required to call at the booth at frequent intervals and remain there whenever the booth is unoccupied by reason of the boothman's answering an emergency call. The two men may work on a schedule which will divide their time between fixed post duty in the booth and circulating patrol in the area served by the booth.

Precinct Stations

Police precinct stations are established primarily for the purpose of facilitating the distribution of patrolmen in their assignments to post or beat duty. A secondary consideration in establishing stations is that of affording accommodations to citizens who wish to consult representatives of the police bureau on police business in their immediate home or business districts.

The essential requirements in effecting a distribution of the patrol force may be computed in terms of miles and minutes. When men are sent out on foot to cover their beats, it is necessary to assemble them at some central point in the territory which they patrol in order to prevent loss of time in going to and returning from their patrol beats and to make possible a speedy response in emergency calls. It is obvious that when patrolmen are equipped with automobiles and motorcycles, there is not the same need for assembling men within short distances from the districts which they serve. The difference in walking and riding time from the assembly point to the patrol beats is the measure of the difference in the requirements for assembling men preparatory to sending them out on patrol.

In the light of the recommendations for the use of automobiles and motorcycles in patrolling non-congested residential districts, it is recommended that the third, fourth and sixth precinct stations be closed. This recommendation is further predicated on the assumption that at least eight patrol booths will be established at various points on the present outer rim of the city. It is obvious, of course, that the precinct stations should not be closed until the suggested substitutions have been proved satisfactory in practical operation. Under such circumstances the second precinct could take care of all patrol in the east half of the city thereby displacing the third and fourth precincts. The headquarters precinct could care for all patrol in the southwest section of the city, thereby displacing the sixth precinct station. The fifth precinct would continue to serve the northwest section. Such a consolidation would require a new building in place of the present second precinct plant which even now is not well adapted to meet its needs.

By closing the third, fourth and sixth precinct stations, certain economies would be produced. Fifteen supervising officers would be released for assignment to other units or to work which will permit a fuller use of their time. If the three captains and the three lieutenants now assigned to the third, fourth and sixth precinct stations would not be needed after the closing of the stations, then the quota of those ranks should be reduced by so much. Six clerks would be released from duties now largely a duplication of record-keeping. They should be assigned to units of the bureau which even now require additional clerical help. Much of the clerical work involved in the business carried on by these precincts could be absorbed by the clerks of the remaining stations within their present working time. A saving of men can be accomplished whether it be by reducing total quotas or by increasing their usefulness to the bureau in other assignments, thereby reducing the need for new appointments due to the natural growth of the bureau's business.

There are advantages to be gained in reducing the number of places at which duplicate records are kept aside from the mere saving of men or better utilization of their working time. Centralization makes for uniformity of method in record-keeping, facilitates supervision of routine work and reduces the number of divisional summary reports.

The closing of the three stations mentioned would bring about a direct saving of money in building maintenance and upkeep. The fact that a new building would be required for the second precinct does not offset this saving, inasmuch as a new building is needed in any event. A conservative estimate of a possible saving in overhead cost of maintaining three police stations is twelve thousand dollars per annum, which includes such items as janitorial service, telephones, electric current, coal, building repairs and supplies. The expense of maintaining patrol booths and of providing more motor equipment should properly be charged to increased police service and not to the closing of the three stations as herein recommended.

Office of the Deputy Chief of Police

At the present time the deputy chief of police is engaged in handling matters pertaining to the requisition and purchase of supplies, and the upkeep of the police bureau's physical property. It is seen, therefore, that the deputy chief's duties involve business affairs and not police work in the strict sense. There seems to be no good reason for diverting the second ranking officer of the police bureau from attending to police matters to the handling of purely business routine which may as well or better be cared for by a civilian trained in office management. The deputy chief attains his high rank by virtue of experience and knowledge of police procedure. His experience gained through long service in successive grades in the bureau actually amounts to an investment on the part of the city. To draw him away from police operations is to waste knowledge and experience, which, judging from his high rank, is presumably of a superior character.

The Detective Division

The detective division is centralized under the immediate direction of a captain of detectives. While the division is centralized as far as internal organization is concerned, not all detective work is carried on by this division. Petit larcenies, grand larcenies and even burglaries are sometimes referred to the precincts in which the complaints originate for investigation by the precinct plainclothes men operating under the direction of the captain of the uniformed force. To a certain extent, therefore, detective enterprise is decentralized.

The disadvantages of this sort of decentralization are: (1) that the head of the detective division does not have full control over all detective work done by the bureau, with the result that responsibility for one kind of work is shared between commanders in two separate divisions of the bureau, (2) confusion is created when both the precinct plainclothes men and detective headquarters men work on the same case, (3) there seems to be no clear understanding as to what cases shall be handled entirely by the precinct men, what cases shall be reported to the detective division or what cases shall be referred by the detective division to the precinct for investigation. The number of cases referred from the detective division to the precinct apparently depends largely on the amount of work the detective division has on hand at the time. That familiarity with local conditions does not prove of great value to the precinct men in solving cases, was shown by an examination of precinct records showing results in cases handled by precinct men. Of the examined cases of petit larceny, grand larceny, burglary and burglary and larceny handled by precinct men in the third and fourth precincts, 80 per cent. were not cleared up. Nor can it be assumed that the 20 per cent. of cases cleared up were solved only by reason of the special knowledge of local conditions on the part of precinct men.

Whatever difficulties are observable in the decentralization of a portion of detective work will largely be eliminated if the third, fourth and sixth precincts are closed in accordance with the recommendation contained in another section of this report. If any detective work is carried on by specially detailed officers in other precincts, it should be done under the general supervision of the head of the detective division.

Higher Rank for Commanding Officer

The detective division is headed by a captain of detectives, and at the time the present survey was made an acting captain was in command of the division. The rank of captain and the compensation are not commensurate with the importance of the supervision and control of detective operations. The rank of the head of the detective division should be at least equal to the rank of any commanding officer of the uniformed force and the compensation should be somewhat higher. It is recommended, therefore, that the detective division be commanded by an inspector of detectives who shall be assigned to the division by the chief of police, such assignment to carry a compensation somewhat in excess of that given to inspectors of police assigned to the command of any division of the uniformed force.

Recruitment and Promotion of Detectives

The detective division personnel should be chosen by the chief of police who should of course take into consideration the advice and recommendations of the commanding officer of the division. When vacancies occur in the detective force or when the number is increased, patrolmen should be assigned to serve as acting detectives. If the work of the acting detective proves satisfactory over a period of perhaps six months, he should be advanced to the rank of detective.

In order that provision be made for advancing members of the detective division solely on the basis of their merit in performing detective work, it is recommended that two grades of detectives be established, a first and second grade. Promotion from second grade to first grade should come automatically after the expiration of a given period, say possibly two or three years. It is further recommended that a salary schedule be devised for the rank of first grade detective providing for automatic increases in salary to be determined by length of continuous service as a first grade detective. These increases should be scheduled so that by the time the service retirement age has been reached, the salary would approximate that paid to uniformed captains of police. By such an arrangement a detective would receive his advances on the basis of satisfactory performance of his work as a specialist in detective operations and his promotion would not depend on a civil service examination for higher ranks in another branch of the service—the uniformed force. The automatic increases herein recommended are justified on the ground that detective service should always be a detail, and mere continuance in the detective division must at all times presuppose satisfactory service. If a detective's work is not up to standard, he should be transferred out of the detective division at the will of the chief and would then resume the grade in which he had been carried in the classified service lists during his assignment to the detective division.

Control of Detective Operations

Much of the work of supervising the work of detectives is now conducted on a memory basis. Accurate knowledge of the number and kind of unfinished cases being investigated by each detective could be had only through laborious search of a cumbersome file of the detectives' memorandum reports. There is no single case record card giving the details of a complaint from its receipt by the detective division to the final disposition of the case and, in cases in which arrests are made, to the court disposition of persons arrested.

There should be an assignment record for each detective or team of detectives showing the kind of cases assigned, the case serial number, the time and date of occurrence and assignment to investigate, the date of the closing of the case, and the results of the investigation. Such a record would enable the commanding officer and any assistant of his making assignments to cases to see at a glance the load of work being carried on by each operative and the kind of success he is having in the investigation of the cases assigned to him. A complete history of each complaint investigated in the detective division should be contained on a single card of substantial material.

The detective division is in need of a better office arrangement. There is especial need for an office to be used by the complaint clerk. This office should be equipped with a desk similar to that provided in precinct stations.

The Special Service Division

The present organization of the police bureau does not provide for an independent special service or crime prevention division. One policewoman and two plainclothes officers are assigned to police headquarters working directly under the chief of police, but these do not constitute a division.

It is suggested that some attention be given to building up a division in the bureau which will function as a unit co-ordinate with the uniformed patrol and detective divisions. The greatest field for positive development in police service lies in such a division undertaking measures for the prevention of crime and disorder.

The tendency is to create small special units in the development of new practices in the more constructive work of crime prevention. Thus in many cities welfare officers, juvenile officers, policewomen, morals squads, and other vice prevention squads are added to the uniformed force organization or tacked on the organization independently. This is bad organization, in fact, no real organization of work which has the common factor of crime prevention. The activities of the policemen and policewomen doing this sort of work should be directed by a single head who would be responsible to the chief of police.

There should be an immediate increase in the number of policewomen employed in the bureau.

Office of Secretary to the Police Bureau

In order to shape the police bureau's organization to conform to a functional division of the various phases of police service, it is recommended that the office of secretary to the police bureau be established, and the position of secretary be created and filled at once. The title to be given the division and to the official having charge of it is not important—it might be called the office of the secretary, the chief clerk, or by any other title. The essential thing is that a division should be established in which might be headed up all of the bureau's work not comprehended in direct police operations, that is, the secondary police work such as the business affairs, office routine, and record-keeping which are required in carrying out police operations. The work now performed in the office of the deputy chief of police, embracing the provision of supplies, and the repair and maintenance of buildings and equipment, should properly be included in this division. The central records' section, statistical section, property clerk's office, license clerk's office, and any miscellaneous section, such as printing, should be consolidated in the secretary's office.

By such an arrangement a responsible head would be able to co-ordinate the various phases of work similar in general character. Maximum use of clerical help and office equipment could be more easily effected. Moreover, the secretary should be responsible for continuous development of the systems of records in use throughout the department.

Records and Statistics Section

One of the most important branches of the secretary's division is that of records and statistics. Accurate and complete records of the details of police work are required for intelligent administration. But before records are valuable for purposes of administration, they must be classified and analyzed. They must be kept in such shape as to provide current summaries and permit ready statistical analysis.

Accordingly, it is recommended that the secretary be chosen with a view to his qualifications for handling records and preparing statistics. He must understand the possibilities of records in police administration as well as the technique of handling them.

It is suggested that the man selected for the position of secretary be sent to visit the police departments of several cities for the purpose of viewing their systems of record-keeping. New York, Detroit, Newark and St. Louis are cities which might be visited with profit in this connection. More profit will result from sending the specialist in record-keeping to consult with specialists in other departments than in sending one of the chief officials to talk with officials of similar rank in the department visited.

Central Record Section Needed

It is conceded that every piece of police work which is worth doing is worth recording. By no other means can well-directed control be had over the operations of a large force of men. But the mere recording of items of police work is not sufficient. The record must be kept in such shape as to permit of

1—Ready reference.

2—Consolidated classification for all units of the department.

3—Continuous statistical analysis.

For these purposes a central records division is required.

The recommendation that a central record division be established in the police bureau is not new. Such a recommendation was contained in the last annual report of the chief of police. As a matter of emphasis, attention is here again called to the need for creating this division. While the records of the bureau are on the whole good, there is room for improving the form of recording and classifying certain data which is, at the present time, available in some form.

The central records division should not only handle records which are filed at headquarters, but should also be charged with supervising the keeping of records throughout the various units of the police bureau.

A specialist having charge of the records division would be required to devise new records as the need arises. Moreover, he should see that old records are discontinued or altered when new records displace these in whole or in part.

Inspection of record books in three precincts disclosed a lack of uniformity in method of keeping identical records. In the absence of appropriate columnar headings, notations to indicate police action taken and results accomplished are written with entries of complaints according to the peculiar ideas of a precinct captain or clerical man.

In one precinct—the fifth—information regarding the disposition of complaints was not recorded in at least 50 per cent. of the cases, and altogether the entries were so unsatisfactory that it was not possible to make the analysis of burglary and larceny complaints which was contemplated.

Needless duplication was observed in the preparation of accident reports. The details of an accident report are properly entered in a precinct station register. From that a transcript is made on a special form for accident reports which is forwarded through official channels to the chief's office. Another entry of the accident record is included in the summary of the precinct's daily work. Finally, a special accident card record 4″ x 6″ is prepared and filed in the precinct. This report apparently serves no purpose at the present time, it being merely a duplication of the record already maintained in the station register. The special accident card is designed to serve two purposes: first, it can be carried by patrolmen for convenience in setting down complete information under appropriate headings; and, second, the cards, when gathered in one file, can readily be used in making statistical studies of the many items concerning the occurrence of accidents. By filing them in the precincts in which the accidents occur, no use can be made of them. The form should be continued only in case the central records division is established where proper use can be made of it.

The report blanks carried by patrolmen are apparently regarded as an unnecessary evil rather than an aid to correct reporting. The men for the most part continue to carry their small memorandum book of blank pages. Transcripts of reports contained in these books are made on the patrolman's special 4″ x 6″ blanks. These reports constitute a duplication of records in some instances. In the matter of reporting light outages, for example, a special blank for consolidated precinct outage reports is required. This blank goes to the city department affected. The patrolman's report on light outages is filed in the precinct in chronological order and seems to serve no purpose. It is recommended that the patrolmen's reports be made out in duplicate addressed to the department affected instead of to the chief of police. One copy should be forwarded through the official channels of the police bureau to the department or bureau to which addressed, and the other copy should be filed in the folder of the patrolman making the report, after the report has been entered in the precinct's daily summary of activities. By sending the original report directly to the department affected, some duplication of clerical work

could be avoided and by filing copies of the originals in the patrolman's folder, it is possible to review the current and accumulated work of individual patrolmen.

There is at present no card record of arrests in the police bureau, but an alphabetical page index is provided in each arrest book. A single arrest book is filled in about a year's time. It is necessary, therefore, to withdraw from storage the arrest books covering previous years in order to ascertain whether a person whose record is being investigated has ever been arrested. This constitutes a laborious process and is likely to lead to an inadequate search for arrest records. An arrest card record system should be maintained in the central records division. A card system facilitates ready reference, may be cross-indexed for aliases, and may easily be corrected. A card system is also a great labor saving device in compiling statistics of arrests such as are included in the police bureau's annual report and for making a statistical study of any items of an arrest record.

Personnel cards and health records are needed in the police bureau. Almost no information regarding the service record of members of the force is available to the chief of police. A book record is maintained in the office of the commissioner of public safety, but it is incomplete in scope. At police headquarters there is no record showing the history of a man's service in the bureau. A card record should be provided to show the following data for each member of the force:

1—Name and home address.
2—Pedigree.
3—Date of appointment.
4—Ratings in training school and during period of probation.
5—Assignments in police bureau, i. e., to what unit or division with beginning and ending dates.
6—Reasons for transfer under such designations as "by executive order," "upon application," "competitive test," etc.
7—Date of promotion, showing rank or grade, examination marks.
8—Disciplinary record.
9—Record of commendation or awards.
10—Health record.

The size of filing cabinets used will determine whether or not it is feasible to provide space for the health record on the card bearing general service record. If a separate card is used for the health record, it should be of the same size as the general record and filed with it. The health record should be filled out from information supplied by the surgeon of the department of public safety.

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, INC.

(Incorporated April 20, 1915)

OFFICERS

GEORGE EASTMAN, *Chairman*
JAMES S. WATSON, *Vice-Chairman*
RUSH RHEES, *2nd Vice-Chairman*
JAMES W. ROUTH, *Secretary* / *Treasurer*

TRUSTEES

ISAAC ADLER
EDWARD BAUSCH
HARVEY J. BURKHART
JAMES G. CUTLER
GEORGE EASTMEN
JEREMIAH G. HICKEY
WALTER S. HUBBELL
HENRY W. MORGAN
RUSH RHEES
GEORGE W. TODD
JAMES S. WATSON

STAFF

JAMES W. ROUTH, *Director*

Engineering
FRANK P. CARTWRIGHT
JOHN T. CHILD
STEPHEN B. STORY

Accounting
CLARENCE E. HIGGINS
CLARENCE C. LUDWIG

Personnel
CHARLES R. DALTON

John P. Smith Printing Company
Rochester, N. Y.

MSH 22112

END OF
TITLE